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ABSTRACT

The conclusions and recommendations of a study of 6 Negro-majority school systems located in Georgia, Mississippi, and South Carolina are presented in this report. Dual school systems are operating in the districts studied, but all have started the desegregation process. Important considerations include past achievement differences, salary differentials, class size disparities, overcrowded buses, more course offerings and extracurricular activities, the elimination of small schools, and educational changes in organization and method. More effort will be needed in recruitment of staff, school accreditation, inservice education, improved libraries, and faculty desegregation. Recommendations are presented for pupils, personnel, courses of study, buildings, transportation, and feeder patterns. A guide to Office of Education financial assistance programs and a statement of assistance available from the Southeastern Education Laboratory are included. (JH)

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# A SUMMARY REPORT

# OF SIX SCHOOL SYSTEMS

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II. Mississippi State Department of Education

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A. Auburn University

B. University of Georgia

C. University of Miami

D. University of South Alabama

E. University of South Carolina

F. University of Southern Mississippi

G. University of Tennessee

V. Division of Equal Educational Opportunities, Office of Education

VI. The school systems studied

VII. The Southeastern Education Laboratory

# INTRODUCTION

It was recently determined that there were 242 school systems in the seventeen southern and border states in which Negro students made up a majority of the children enrolled. It was further found that while these 242 systems composed approximately 10 per cent of all systems in the seventeen states, they accounted for about 50 per cent of those systems in which federal funds had been terminated for non-compliance with the Civil Rights Act of 1964. The question was then raised asking if these 242 school systems faced problems in achieving unitary schools which were unique to them. The question was also asked if the Civil Rights Act of 1964 was operating in such a manner as to promote negative effects among many of those for whom the effects should have been the most positive. The pragmatic problem was to find the best way in which the so-called "Negro majority" school systems could move from dual systems to unitary schools.

The study was undertaken in three southern states in which the state departments of education gave approval and promised assistance. These three states were located so that their schools were in the service areas of seven university-based consulting centers funded under Title IV of the Civil Rights Act of 1964. Personnel of these seven consulting centers

and of the three state departments of education worked cooperatively to identify two "Negro-majority" systems in each of the three states. A planning session was held in each state, with personnel involved from the local and state educational agencies, the consulting centers, and the Division of Equal Educational Opportunities in the United St ates Office of Education. The actual studies were conducted by educational leaders within the three states, using a general format determined by the planning session group. Each of the six local educational agencies was promised completely anonymous treatment, with no data to be directly identifiable to the school district from which it was secured.

No effort was made to secure a statistically valid sampling of the 242 "Negro majority" systems. Pragmatic considerations indicated the undesirability if not the impossibility of such scientific treatment. The six systems studied were chosen by state educational leaders as being broadly representative of those which enrolled a minority of white students.

The body of this summary report consists of general conclusions drawn following an examination of the six studies, a statement of recommendations for improving education on a non-racial basis in school districts which enroll a majority of children of a minority race, a guide to Office of Education

financial assistance programs, and a statement of assistance available through the Southeastern Education Laboratory.

## II. CONCLUSIONS

This report was based upon a study of six Negro-majority school systems located in three southeastern states. A group of educators visited each system and observed the operations of the schools and the status of school desegregation. In each of the districts studied, the strengths and weaknesses were noted. While it was realized that these six school systems could not be considered as a statistically valid sample of all Negro-majority districts, it was believed that they would be quite typical of this group. Therefore, it was assumed that the conclusions presented in this portion of the report and the recommendations in the next chapter would be of value to all school systems which enroll more Negro students than white.

The conclusions presented here were drawn from an examination of all six systems. However, this does not necessarily mean that the conditions referred to were found in every one of the six. The following statements were based on the belief that the conditions considered might be found in a significant number of Negro-majority districts.

Indeed, most of the conclusions drawn would apply to any school organization which desired to improve its educational program for boys and girls.

A. <u>There was a gap between the achievement and intelligence test scores of white and Negro boys and girls</u>. This gap, which

existed in the primary grades, appeared to widen as the children progressed through the grades. This conclusion led to several additional considerations.

1. Negro children in large numbers did not have as rich pre-school experiences as did many white children. It must be realized, however, that some Negro children had rich experiences and some white children had limited pre-school experiences. But, in general, the number of Negro children in need of additional pre-school experiences was much larger than the corresponding number of white children. There was a need for Day Care and Headstart programs for these children. There was also a need for a kindergarten program in most of the districts.

2. The student desegregation that had occurred prior to the time of the study had been in the secondary schools. However, the data indicated that the average Negro child fell further behind the average white child as he progressed through school. Therefore, a Negro child who followed the typical desegregation pattern by attending a white high school after having attended a Negro elementary school had reduced chances for success. It appeared that it would be more beneficial to the Negro students to start their education in desegregated schools than to be placed in such schools after the achievement gap had widened.

3. The study also indicated a need for "compensatory" education within any remaining all-Negro schools. Program enrichment, pre-school experiences, bi-racial faculties, smaller class sizes, and more individual attention would be some of the necessary compensatory programs.

4. There was a common belief among educators that many standardized achievement and intelligence tests were based upon one's understanding of typical white middle class culture. To the extent that persons who had been excluded from that dominant culture lacked deep understanding of it, these tests could be considered as culturally biased. It appeared that some type of measurement which did not depend upon knowledge of an unfamiliar culture needed to be developed.

B. <u>There was often a differential between salaries paid to Negro and white teachers</u>.

It was found that Negro and white teachers had about the same collegiate degrees and years of teaching experience. Yet it was found that the salaries paid to Negro personnel were generally lower than those paid to white personnel. If the statement made by teachers' organizations that higher salaries attracted better teachers were true, this might mean that Negro students had not had as good teachers made available to them.

C. <u>Class sizes in Negro schools were generally larger than in white schools</u>.

Education had often been typified as the only profession

which rendered the least service to those who needed it the most. If it were agreed that Negro children scored lower on educational measurements, it would have seemed obvious that they should have had the best possible educational conditions. Instead, they seemed to be placed in classes which provided for less individualized instruction than were the more advantaged white children.

D. Buses serving Negro children were generally more overcrowded than those serving white children.

An examination of the transportation data indicated that many school buses were seriously overloaded and that most of these were transporting Negro children. Overloading was a problem in safety, and the practice mentioned above would seem to indicate that the safety of a Negro child was of less importance than the safety of a white child. Experience had shown that school bus desegregation was relatively easy to accomplish. Such desegregation of transportation facilities would solve this problem.

E. Negro secondary students had a narrower choice of subjects than white secondary students.

Generally the Negro high schools in Negro-majority districts enrolled more students than white high schools, but the number of course offerings was smaller. In one district, for example, a white school offered 34 subjects, while a Negro school with twice as many children offered only 27 subjects.

Neither was an outstanding record, but one would expect that a broader selection of course offerings would be provided at the larger school.

An interesting sidelight was observable. The white high school appeared to be predominantly college-preparatory in orientation, while the Negro high schools were oriented to vocational training. Thus both the college-bound Negro student and the vocationally-bound white student suffered the ill-effects of segregation.

F. The number of extra-curricular offerings in the Negro high schools was less than in the white high schools.

One would expect that larger schools would provide more extra-curricular activities, but this was not true if the larger school enrolled an all-Negro student body. This also seemed to be contradictory. If extra-curricular activities had been designed to broaden the experiences of students, it would have seemed that schools enrolling more children with greater experiential needs would have had broader extra-curricular offerings.

G. Too many schools were too small.

This finding appeared to be non-racial in effect although it might have had a racial background. Separate small schools were built to provide for small groups of white children and small groups of Negro children. The result was that both Negro and white children often attended schools which were too small

to provide a comprehensive educational experience. Larger schools enrolling both races would have provided better education for all.

H. Many schools were very traditionally oriented and failed to meet the needs of individual children.

The districts enrolling a majority of Negro children seemed to be more traditional than most schools. There was less evidence of the new curricula (in biology, physics, mathematics, etc.) and less evidence of children being taught in other than class-sized groups. When a large number of children of low experiential background were gathered together, as they were in Negro-majority districts, methods should have been sought to individualize instruction.

I. Principals played the leading role in teacher recruitment and selection.

The desegregation of staffs was much more difficult when building principals played the major role in recruitment and selection. This was also an inefficient method of staffing, in that there was little centralized recruiting possible. In schools which faced the dual problems of teacher shortages and staff desegregation, this system was making a negative contribution. It would have been more logical to have had a central office personnel staff to identify and recruit new staff members. When a principal needed additional or replacement staff members,

the personnel director might have sent him two or three nominees. In this way, the principal would have maintained a voice in staffing his school, and the advantages of centralized recruiting and selection would have been added. Also the central personnel office would have been responsible for the desegregation of staff in each school.

J. Regional accreditation was generally lacking for Negro schools.

Accreditation by the Southern Association indicated that the schools had met certain minimal instructional, personnel, and building standards. Most of the white secondary schools were so accredited, but few of the Negro schools enjoyed this status. If the one group of schools could be accredited and the other group could not, clear inequalities must have existed. On the other hand, if both types of schools could have been accredited, they should have been.

K. There was a need for better in-service training for teachers.

Relatively few programs of in-service education for teachers were found, but there appeared to be a great need for such activity. In some places, a number of multi-sensory teaching aids had been purchased, usually with ESEA Title I funds, but the equipment was not used because the teachers did not understand the purpose and operation of it. Many

teachers displayed little or no understanding of children of a race different from their own. Also considered was the fact that small group instruction, reduction of class size, additions of educational technology, and all the other educational advances meant nothing if the teacher continued to teach in the same old way. For better learning, better teaching would be required. Then the choice would be one of waiting for faculty replacement or in-service education. The children who were then enrolled in school could not wait for faculty replacement.

L. Many of the school libraries were inadequate.

The library is at the heart of an educational program, so trying to teach without an adequate library is like trying to start a bank without any capital. Yet if any one facility was most often described as being inferior in the districts studied, it was the library. This was particularly evident in the small schools, both Negro and white, and this was another reason why these small schools established to maintain segregation should have been consolidated or closed.

M. There had been little meaningful faculty desegregation.

In general, white teachers still taught white children in white schools, with the same pattern holding true for Negroes. In the relatively small amount of faculty desegregation, the usual pattern was to have an itinerant teacher visit a school of the other race. Very seldom was a school seen in which

a teacher was regularly responsible for a full class of children of the opposite race.

Summary

For most practical purposes, the six Negro-majority systems were still operating a dual school system in which a few Negro children were permitted to attend white schools. On the other hand, they had all made an attempt to start the desegregation process. As they proceed, they will have to consider past achievement differences, salary differentials, class size disparities, over-crowded buses, more course offerings and extra-curricular activities, the elimination of small schools, and educational changes in organization and method. More effort will be needed in recruitment of staff, school accreditation, in-service education, improved libraries, and more meaningful faculty desegregation.

## III. RECOMMENDATIONS

The elimination of school racial segregation and the establishment of unitary school systems are the responsibilities of local school boards. However, the problems involved in achieving a unitary school system cannot be considered the same in all communities. Among those systems experiencing unique problems are those which enroll a majority of Negro students. These unique problems do not, however, excuse the school board from taking affirmative action.

Each delay means the educational deprivation of many students whose present educational needs cannot be met through action in the distant future. In order to avoid educational damage to these future adult citizens during the process of school desegregation, there are a number of steps that can be taken.

As these steps are considered, any that would be in conflict with the long-range goals of unitary educational systems must be discarded. In like manner, any steps which would tend to serve the status quo must also be discarded. What is then needed is a series of recommendations which will (1) provide educational enrichment for previously deprived students, (2) be capable of early implementation, and (3) not hinder or defeat the plan for school desegregation.

With these criteria in mind, the study team has prepared a series of recommendations for immediate action in Negro-majority school systems. These recommendations have been divided into six sections: (1) pupils, (2) personnel, (3) courses of study, (4) buildings, (5) transportation, and (6) feeder patterns. The recommendations follow.

## PUPILS

1. It is recommended that pre-school programs be established or expanded. These programs should focus on preparing the child for school by starting where he is. The basic objectives would be to stimulate curiosity, initiate independent and critical thinking and help the child to overcome deficiencies which could later hamper or stunt his educational growth.
2. It is recommended that pre-school programs be extended downward as far as practical each year to include children of younger ages.
3. It is recommended that cultural and social deprivations and the achievement levels of students become major considerations in determining pupil-teacher ratios in each school.
4. It is recommended that the evaluation and promotional policies for students be based on the individual needs of students rather than on artificial standards

5. It is recommended that school drop-outs be regularly surveyed as to numbers and causes in order to find probable corrective measures to ultimately eliminate this problem.
6. It is recommended that free lunches, and if necessary breakfasts, be made available without stigma to each child who cannot afford to buy them.
7. It is recommended that each high school student be provided the opportunity to pursue any career program offered in the district, whether or not the particular school which he attends offers the program.
8. It is recommended that each student be provided counseling and guidance services that meet his special needs and on a regular and frequent basis. These services should be individualized.
9. It is recommended that all extra-curricular and co-curricular activities be made equally convenient to all students and be conducted on a desegregated basis.
10. It is recommended that all schools in the system achieve the same level of accreditation.
11. It is recommended that interscholastic activities, including athletics, be scheduled between predominantly-white and predominantly-Negro schools in order to promote interaction among the students of all schools and help to diminish racial isolation.

12. It is recommended that diagnostic and corrective medical and dental services be provided each student whenever needed.

13. It is recommended that remedial help be provided individual students who evidence need for extra assistance.

14. It is recommended that students whose problems or special needs cannot be dealt with effectively through the system's resources be referred to community, welfare, health and other outside agencies.

## PERSONNEL

1. It is recommended that a school-system-wide procedure be established to recruit and assign personnel on a non-discriminatory basis.

2. It is recommended that teacher recruitment be conducted at both predominantly white and Negro colleges and that new teachers be assigned according to total system needs, on a racially-integrated basis, and according to preparation and state certification.

3. It is recommended that an effort be made to recruit teachers who are well prepared ot teach in multi-ethnic schools.

4. It is recommended that only teachers be employed who are willing to accept assignment in a school predominantly of another race.

5. It is recommended that all teachers be required to participate in training programs that will assist them to deal effectively with the problems unique to the desegregation process.

6. It is recommended that teachers be included in planning for curriculum change and materials development.
7. It is recommended that additional personnel be made available on a non-racial basis to observe, assist and improve teacher performance.
8. It is recommended that teachers be assured maximum time to teach and plan through the use of teacher aides and/or paraprofessionals.
9. It is recommended that all teachers meet with the parents of all their students on a periodic basis.
10. It is recommended that the means be made available by the school system for teachers to upgrade their skills.
11. It is recommended that specialized teachers be employed to concentrate on student deficiencies in reading and language arts.
12. It is recommended that teachers receive in-service instruction in the use of teaching aids.
13. It is recommended that more in-service meetings, workshops or other sessions be provided for school personnel.
14. It is recommended that teachers be encouraged to visit successful, innovative and integrated programs in other school systems at school expense.
15. It is recommended that teachers, who might otherwise be considered for release from the system, be given priority for participation in programs to upgrade skills and obtain more professional education.

16. It is recommended that principals be assigned to desegregated schools on a non-racial basis.

17. It is recommended that, when a school is closed for consolidation reasons, displaced personnel be placed in equivalent positions in other schools of the system before any new personnel are appointed.

## COURSES OF STUDY

1. It is recommended that pre-school educational experiences be made available to all children.

2. It is recommended that priority be given to the major objectives of elementary and secondary education and that particular emphasis be given to reading at all levels.

3. It is recommended that innovative approaches, bi-racial in character, be used to fulfill the above objectives.

4. It is recommended that guidance services be provided in each elementary school.

5. It is recommended that more attention be given to exploratory activities, curricular and co-curricular, so that the interests of each student may be expanded.

6. It is recommended that every school's guidance program meet the requirements of the regional accrediting association.

7. It is recommended that the socialization and communication process be emphasized throughout all schools.

8. It is recommended that curricular and co-curricular offerings be as equal as possible among the schools of a district and be designed to meet the individual needs of the students; and that participation and scheduling in interscholastic activities be done without reference to race.
9. It is recommended that all secondary schools provide adequate curricular offerings to meet the needs of terminal students, college bound students, and students with other special needs.
10. It is recommended that vocational-technical programs be designed centered around the job opportunities available to students.
11. It is recommended that grouping procedures at all levels be established to reduce racial isolation, and students be instructed on an individual basis.
12. It is recommended that all school libraries be equalized and meet the requirements of the regional accrediting association.
13. It is recommended that specialized personnel be available to <u>all</u> students.
14. It is recommended that teachers become familiar with innovative techniques and practices, using related and current materials in addition to textbooks.

15. It is recommended that multi-ethnic materials be provided for each child on his level of competency. Instruction should be provided in Negro history and culture. The materials should include textbooks as well as supplementary and related materials which are relevant and current.

16. It is recommended that each school be expanded to offer the variety of services its neighborhood needs.

17. It is recommended that educational resources be allocated on the basis of educational need.

## BUILDINGS

1. It is recommended that all new school construction or additions be planned in order to expedite the establishment of a unitary school system.

2. It is recommended that all school buildings be brought up to state accreditation standards.

3. It is recommended that custodial services in each building be required to meet the state standard in relation to the number of students and teachers served.

4. It is recommended that a regular and standard maintenance and upkeep program be provided for each school in the system.

5. It is recommended that substandard classrooms be eliminated as classrooms or brought up to state standards. Priority should be given to those classrooms in the worst condition.

6. It is recommended that building and classroom facilities should be equal at every school and that the buildings and classrooms should be adequate to fit the course of study.
7. It is recommended that all school sites meet the state accreditation standards in regard to square feet per student and site recreational acreage.
8. It is recommended that all outdoor and indoor physical education or recreational areas be periodically inspected for safety hazards. Any hazards found should be eliminated.
10. It is recommended that all schools meet the state fire safety standards, that regular inspections be held on these standards and that all schools participate in the state fire safety program.
11. It is recommended that all material and equipment be equalized among schools.

## TRANSPORTATION

1. It is recommended that bus routes be drawn to eliminate the dual bus system of transportation.
2. It is recommended that all buses meet state standards and pass regular safety inspections.
3. It is recommended that the capacity of all buses correlate with the number of pupils who will ride the buses in any given trip. No bus should be scheduled to operate with a load higher than the permissible overload.

4. It is recommended that a local regular and system-wide standard maintenance and inspection program be set up for all buses.
5. It is recommended that a regular inspection program be set up to see that all buses are clean and sanitary.
6. It is recommended that each local school system initiate a regular plan for bus replacement.
7. It is recommended that transportation be considered an integral part of the school program so that buses and drivers are available for curricular and co-curricular activities.
8. It is recommended that all buses operate on a regular time schedule.
9. It is recommended that all bus drivers be qualified by driver training programs and meet all state school bus driving laws and regulations.
10. It is recommended that drivers be assigned on a non-racial basis.
11. It is recommended that all drivers be involved in periodic in-service training programs concerning day-to-day problems connected with school bus operation.
12. It is recommended that a salary schedule be drawn for all drivers without regard to race.

## FEEDER PATTERNS

1. It is recommended that the grade structure of schools in the system be organized in a uniform manner.
2. It is recommended that feeder patterns be set up to eliminate racial segregation. Students should be allowed to transfer to schools where their race is in a minority.

A GUIDE TO OFFICE OF EDUCATION FINANCIAL ASSISTANCE PROGRAMS

In order to implement many of the recommendations contained in the preceding section, additional financial resources will, perhaps, be necessary. The following* list is intended to assist local school systems in making maximum use of Federal funds available for education programs. The list includes the type of assistance offered, authorizing legislation, the purpose of the assistance, the amount of money appropriated, who may apply and where to apply.

For additional information or assistance, please contact your state department of education or the appropriate Office of Education regional office. The addresses are:

Region III

| | |
|---|---|
| Kentucky<br>Maryland<br>North Carolina<br>Virginia<br>West Virginia | Regional Assistant Commissioner<br>U. S. Office of Education<br>700 East Jefferson<br>Charlottesville, Virginia 22901 |

Region IV

| | |
|---|---|
| Alabama<br>Florida<br>Georgia<br>Mississippi<br>South Carolina<br>Tennessee | Regional Assistant Commissioner<br>U. S. Office of Education<br>50 Seventh Street, N.E.<br>Atlanta, Georgia 30323 |

Region VII

| | |
|---|---|
| Arkansas<br>Louisiana<br>New Mexico<br>Oklahoma<br>Texas | Regional Assistant Commissioner<br>U. S. Office of Education<br>1114 Commerce Street<br>Dallas, Texas 75222 |

*Deleted

## TECHNICAL ASSISTANCE AVAILABLE THROUGH THE SOUTHEASTERN EDUCATION LABORATORY

The U. S. Office of Education contracted with the Southeastern Education Laboratory to coordinate a program designed to bring maximum resources to bear on educational problems in school systems which are rural-isolated and enroll a majority of students from an ethnic minority group.

School systems with a majority of Negro students have many unique problems as they move to eliminate a dual school structure and endeavor to provide equal educational opportunities for all children. These problems can best be solved through the development of dynamic and comprehensive plans which take into account all possible financial resources available. Each state and local education agency has a variety of resources available to provide accelerated opportunities for learning. In addition, a number of Federal programs provide support for educational activities. Efforts of the Laboratory are directed toward the development of plans which will deploy Federal funds in a comprehensive manner to complement local and state funds.

Such a process of planning and implementation, bringing a variety of resources to bear on educational problems, has been initiated in six school systems. Other local school systems with similar characteristics are encouraged to avail themselves

of the opportunity of using materials developed from the six pilot systems.

Initial work with the pilot systems involved identifying new activities which held promise of accelerated learning and achievement levels normally anticipated at each age level. Each of the six systems in the states of Georgia, Mississippi and South Carolina assessed its educational needs to determine areas for project development. The systems identified priority areas and requested assistance in having projects developed for the following programs:

1. Language Development Programs
2. Interpersonal Relations Improvement Programs
3. Pre-school Instructional Programs
4. Reading Improvement Programs
5. Science Improvement Programs
6. Changing Strategy for Teaching through Individualization of Instruction, Team Teaching, and Departmentalization
7. In-service Training Programs for School Personnel

Once the areas for project development were identified, a task force was set up in each school system to help plan programs. Members of each task force included representatives from the local school system, state educational agency, Southeastern Education Laboratory and university desegregation centers funded under Title IV of the Civil Rights Act of 1964. The task forces

were designed to assist in the development of proposals which have been submitted for financial support through Title III (P.L. 89-10) approval procedures. The projects are also eligible for support under Title I (P.L. 89-10).

To assist in training local school personnel to implement the new project the U. S. Office of Education has made a grant to the University of Georgia to conduct a series of institutes during the summer of 1968. Administrators and teachers from the six school systems have been invited to participate in the training program at no cost to the individual or to the system. Participants will receive $75 per week plus $15 per dependent per week during the period of training. Another institute is planned for representatives of the remaining more than 236 majority-Negro school systems. The purpose of this experience is to familiarize school administrators with the six pilot projects and to assist them in a comprehensive planning effort that would bring to bear a maximum of resources on educational problems.

Staff members from the University of Georgia and other cooperating universities will be available to assist school systems in their training and planning responsibilities throughout the school year.

A comprehensive plan model is currently being developed. This model will incorporate all of the new projects developed in

the pilot system. Such a plan may be adapted to local conditions and, therefore, may be used by any school system with similar characteristics. This model plan will be made available by the Southeastern Education Laboratory during the summer of 1968 to any of the 242 school systems which request it. Each of the six local projects include an evaluation design. Currently, the laboratory is developing a regional design for the six school systems in order to determine the relative values of each of the programs. Specific evaluative data will be available in 1969 from the Southeastern Education Laboratory.

Funds used in this project come from a variety of Federal programs. The Southeastern Education Laboratory is supported through funds made available under Title IV of the Elementary and Secondary Education Act and Title IV of the Civil Rights Act. The summer institute at the University of Georgia is funded under Title XI of the National Defense Education Act. Consultative services are available from seven universities under Title IV of the Civil Rights Act. The projects are to be funded under Titles I and III of ESEA.

Local school officials are encouraged to avail themselves of the services of the Southeastern Education Laboratory and the other participating agencies.

For information, write:

The Southeastern Education Laboratory
3450 International Boulevard, Suite 221
Hapeville, Georgia 30320